

# Central Lancashire Local Plan

## Strategic Housing and Economic Land Availability Assessment (SHELAA)

January 2025



**Preston**  
City Council



**South  
Ribble**  
Borough Council



## Contents

1.	Introduction	1
2.	Methodology	2
3.	Assessment Findings	10
3a.	Stage 1(a) Outcomes: Identifying Potential Sites	10
3b.	Stage 1(b) Outcomes: Initial Review of Potential Sites	11
3c.	Stage 2 Outcomes: Detailed Site Assessments	12
4.	Windfall Assessment	14
5.	Potential SHELAA Supply	18
6.	Monitoring and Review	20

### Appendices (separate documents)

Appendix 1: Discounted Stage 1(b) Sites

Appendix 2: Discounted Sites Following the Preferred Options Consultation

Appendix 3: Discounted Stage 2 Sites

Appendix 4: Suitable, Available and Achievable SHELAA Sites

Appendix 5: Chorley Site Profiles

Appendix 6: Preston Site Profiles

Appendix 7: South Ribble Site Profiles

# 1. Introduction

- 1.1 The Central Lancashire Authorities of Preston, South Ribble and Chorley are working towards the preparation of a new joint Central Lancashire Local Plan. Once adopted, the Local Plan will guide future growth and development in Central Lancashire and supersede the Central Lancashire Core Strategy (adopted in 2012), the Chorley Local Plan (adopted 2015), the South Ribble Local Plan (adopted 2015), the Preston Local Plan (adopted 2015) and the Preston City Centre Plan (adopted 2016).
- 1.2 This Strategic Housing and Economic Land Availability Assessment (SHELAA) forms part of the evidence base for the Central Lancashire Local Plan regarding housing and economic land availability.

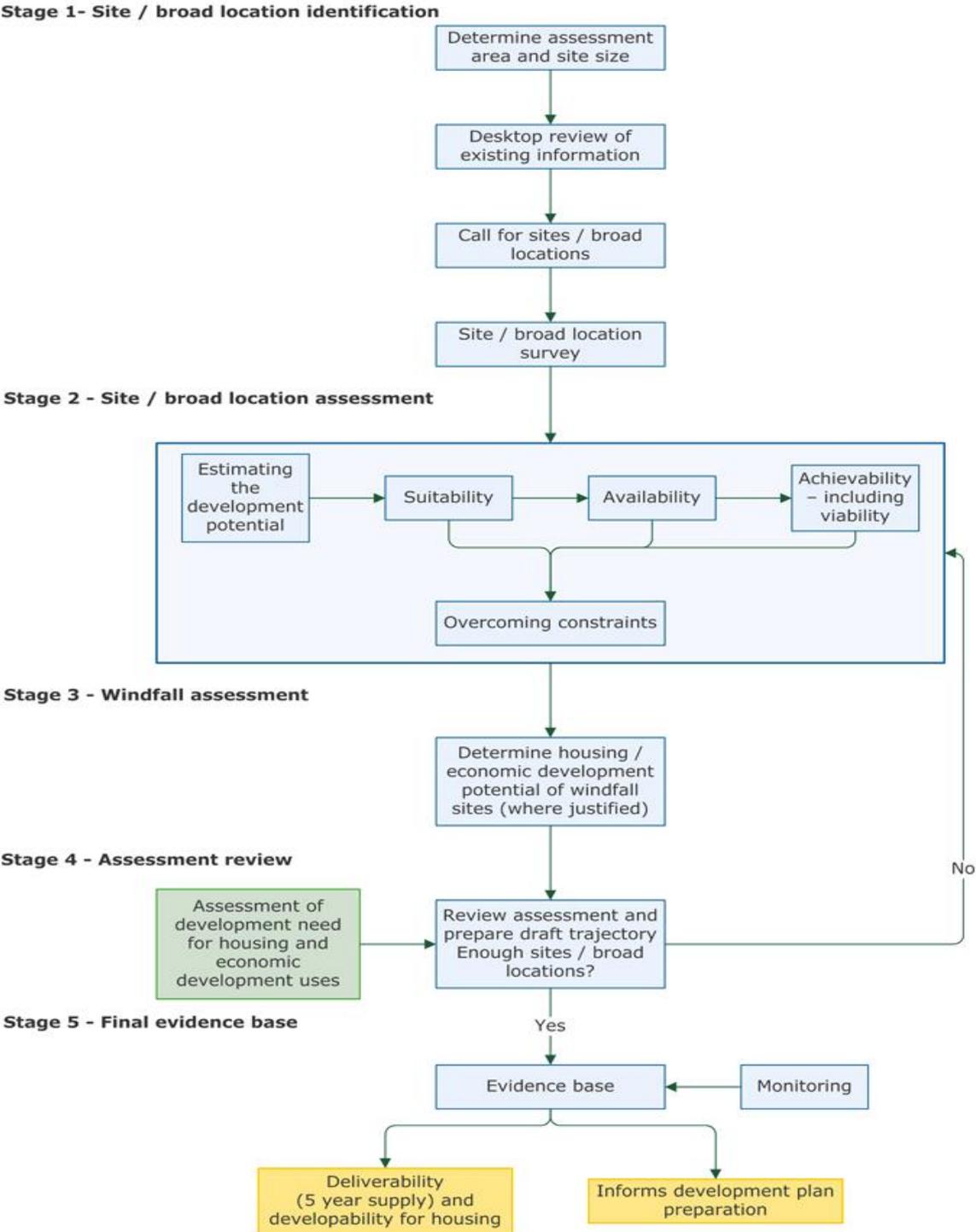
## What is a Strategic Housing and Economic Land Availability Assessment (SHELAA)?

- 1.3 The National Planning Policy Framework (NPPF) requires strategic policy-making authorities to have a clear understanding of the land available in their area (for housing and economic development uses) through the preparation of a SHELAA.
- 1.4 The overall purpose of the SHELAA is to identify a future supply of land that is:
  - suitable for housing or economic development uses.
  - available for development now or at a point during the plan period.
  - achievable (i.e. likely to be viably developed during the plan period and at the point envisaged).
- 1.5 The Central Lancashire authorities have conducted a land availability assessment for both housing and economic development uses. This enables the suitability of land for different uses to be considered and sites to be identified for the most appropriate use(s). The Central Lancashire authorities have drawn on information in the SHELAA to identify a sufficient supply and mix of specific deliverable/developable sites to meet the area's identified housing and economic land requirements over the plan period.
- 1.6 The Central Lancashire SHELAA provides a complete audit of available land by identifying all the sites available for development across Central Lancashire. The SHELAA will not in itself determine whether a site should be allocated for development in the Local Plan. The role of the assessment is to provide information on the range of sites that are available to meet Central Lancashire's housing and economic land requirements; it is for the Local Plan itself to determine which sites are the most suitable to meet those requirements. The assessment will, however, provide information on the range of sites available to meet Central Lancashire's objectively assessed needs for housing and economic development uses.

## 2. Methodology

### How has the SHELAA been conducted?

2.1 The Central Lancashire authorities have undertaken a joint SHELAA in accordance with the methodology outlined below, which follows the requirements set out within the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (PPG). The flowchart below outlines the stages of the SHELAA process (PPG Paragraph Reference ID: 3-005-20190722). The flowchart illustrates the inputs and processes that lead to a robust assessment of land availability. Plan-making bodies are expected to have regard to this in preparing and updating their assessments.



## Stage 1(a): Identifying sites with potential for development

- 2.2 In order to undertake a robust assessment of land availability and identify as many potential opportunities for development as possible across Central Lancashire, call for sites were issued as follows:
- The initial call for sites consultation was undertaken for 12 weeks between 17<sup>th</sup> August and 9<sup>th</sup> November 2018.
  - A second call for sites consultation was undertaken for 10 weeks between 28<sup>th</sup> January and 8<sup>th</sup> April 2019.
  - A third call for sites consultation was undertaken alongside the Issues and Options consultation for 12 weeks between 18<sup>th</sup> November 2019 and 14<sup>th</sup> February 2020.
  - A fourth call for sites consultation was undertaken alongside the Preferred Options consultation for 10 weeks between 19<sup>th</sup> December 2022 and 26<sup>th</sup> February 2023.
- 2.3 The consultations gave stakeholders (including landowners, site promoters, property agents, developers, public bodies, parish councils and local communities) the opportunity to propose land they consider suitable for future development.
- 2.4 The call for site consultations sought information from respondents regarding:
- site size, boundaries, and location.
  - current land use and character.
  - uses and character of the surrounding area.
  - the type/mix of development that may be appropriate.
  - the amount of development that could be accommodated (i.e. the number of dwellings or the amount of non-residential floorspace).
  - constraints to development (physical and environmental).
  - consistency with the development plan.
  - relevant development plan designations/allocations.
  - access.
  - proximity to services and other infrastructure.
  - ownership details.
  - market interest.
  - planning history.
  - economic viability.
- 2.5 It is important that plan-makers do not simply rely on sites that they have been informed about but seek to actively identify sites that may assist in meeting the development needs of an area through a desktop review process. When conducting a desktop review, plan-makers need to be proactive in identifying as wide a range of sites for development as possible (including existing sites that could be improved, intensified, or changed).
- 2.6 Therefore, a desktop review of existing data sources was also undertaken to identify any additional sites with potential for development. This accords with national planning practice guidance by considering all the types of sites and sources of data identified in the table overleaf.

<b>Type of Site</b>	<b>Potential Data Source</b>
Existing housing and economic development allocations (without planning permission) and site development briefs	Local and neighbourhood plans Planning application records Development briefs
Planning permissions for housing and economic development (including sites with permission in principle) that are under construction, unimplemented, or expired	Central Lancashire authorities housing land monitoring databases and housing trajectories Planning application records Development start and completion records
Identified brownfield land	Brownfield land registers (parts 1 and 2) National Land Use Database Valuation Office database Active engagement with sector
Planning applications that have been refused (including those subject to appeal) or withdrawn	Planning application records
Undetermined planning applications, including those subject to pending legal (Section 106) agreements	
Existing housing and economic development allocations (without planning permission) and site development briefs	Local and neighbourhood plans Planning application records Development briefs
Land in local authority ownership	Engagement with the Central Lancashire authorities Local authority records
Surplus and likely to become surplus public sector land	National register of public sector land Engagement with public sector bodies and statutory undertakers
Vacant and derelict land and buildings	Engagement with the Central Lancashire authorities English Housing Survey National Land Use Database Commercial property databases Valuation Office database Active engagement with sector Brownfield land registers
Additional opportunities in established uses	Engagement with the Central Lancashire authorities Ordnance Survey maps Aerial photography/site surveys Planning applications
Business requirements and aspirations	Enquiries received Engagement with the sector
Sites in rural locations	Local and neighbourhood plans Planning applications Assessments of residential/employment areas Local knowledge Local Members Parish Councils Local and neighbourhood plans Ordnance Survey maps Aerial photography Site surveys
Large scale redevelopment and redesign of existing residential or economic areas	
Sites adjoining settlements and rural exception sites	
Potential urban extensions and new free-standing settlements	

2.7 In accordance with national planning practice guidance the following information was recorded for any sites identified through the desktop review:

- site size, boundaries, and location.
- ownership details.
- current land use and character.

- uses and character of the surrounding area.
- physical constraints (e.g. access, contamination, steep slopes, natural/man-made features of significance, location of infrastructure/utilities).
- potential environmental constraints (e.g. flood risk).
- consistency with the development plan's policies.
- proximity to services and other infrastructure, such as public transport.
- where relevant, development progress (e.g. ground works completed, number of units started, number of units completed); and
- whether the site is suitable for a particular type of use or as part of a mixed-use development.

### *Site size (thresholds)*

- 2.8 National Planning Practice Guidance suggests it may be appropriate to only consider sites capable of delivering 5 or more dwellings, however it does also identify that plan-makers may wish to consider alternative site size thresholds.
- 2.9 The NPPF also acknowledges that small and medium sized sites can make an important contribution to meeting the housing requirement of an area and are often built out relatively quickly. Furthermore, it identifies that to promote the development of a good mix of sites local planning authorities should identify land to accommodate at least 10% of their housing requirement on sites no larger than one hectare. In order to facilitate achieving this and the overall housing requirement for Central Lancashire, no size threshold has been applied when assessing sites for residential use.
- 2.10 In accordance with National Planning Practice Guidance any sites proposed/identified solely for economic development uses will only be included in the assessment if they are 0.25 hectares or above in size, or able to deliver at least 500 square metres of floorspace.

### *Stage 1(b): Initial site survey*

- 2.11 This stage involves an initial survey of the sites identified at Stage 1(a) to identify those that are potentially suitable for development, and which warrant further detailed assessment at Stage 2. The initial survey used Geographic Information System software (GIS) to assess the sites against a range of constraints in order to ascertain whether any land they comprise is unsuitable for development (i.e. affected by national policies or designations that protect areas or assets of particular importance and which provide a strong reason for restricting development).
- 2.12 Accordingly, SHELAA Stage 1(b) assesses whether and to what extent the sites identified at Stage 1(a) are affected by the following national policies and designations:
- Flood Zone 3b.
  - High risk of surface water flooding.
  - Sites of Special Scientific Interest.
  - Special Protection Areas (including potential SPAs).
  - Special Areas of Conservation (including candidate and possible SACs).
  - listed RAMSAR sites (including proposed RAMSAR sites).
  - Scheduled Monuments.
  - Registered Park and Gardens.
  - Country Parks.
  - Ancient Woodland.
- 2.13 Land (within a site) covered by any one of the above constraints was considered

unsuitable for development. If a site is covered entirely by one (or a combination) of the above constraints it was not assessed at Stage 2. Land (within a site) that is not affected by any of the above constraints was considered potentially suitable for development and subject to a more detailed assessment at Stage 2. Sites that are somewhat affected by one (or a combination) of the above constraints (i.e. partially constrained sites) were taken forward to Stage 2 in order to gain a more detailed understanding of the extent to which they may or may not be suitable for development.

2.14 Furthermore, the SHELAA is a 'policy off' assessment; therefore, existing development plan policies (i.e. local plan designations) will not determine whether a site is assessed in more detail at Stage 2. Relevant development plan policy designations will be noted and taken into account when assessing a site's suitability, availability, achievability, and development potential at Stage 2.

2.15 The initial survey also:

- ratified inconsistent information gathered through the call for sites and desktop review processes, i.e. Stage 1(a).
- identified development progress, i.e. where sites identified at Stage 1(a) have planning permission (i.e. outline, full, or permission in principle).
- re-evaluated the type and scale of development that may be appropriate (i.e. by reviewing the appropriateness of the type/scale of development proposed and considering whether a different type/scale of development would be more appropriate).
- appraised deliverability (i.e. any barriers to delivery and how they might be overcome).
- checked or added to the information identified through the call for sites and desktop review processes.
- identified further sites with potential for development that were not identified through Stage 1(a).

### Stage 2: Assessing whether sites are likely to be developed

2.16 Stage 2 of the SHELAA assesses the suitability, availability, and achievability of sites (including whether they are economically viable to develop). This stage will inform plan-making and decision-taking about whether a site is deliverable within the next five years or developable over a longer time period.

#### *What factors were considered when assessing the suitability of sites?*

2.17 A site was considered potentially suitable for development if it would provide an appropriate location for the type of development proposed in view of relevant constraints and their potential to be mitigated.

2.18 To assess the suitability of identified sites the information collected during Stage 1 (b) was considered as well as other relevant information, such as:

- national policy.
- development plan policy.
- appropriateness and likely market attractiveness for the type of development proposed.
- contribution to regeneration priorities (including whether land has been previously developed).
- the effect upon landscape features and character (including any valued landscapes).
- other physical, environmental and policy constraints, for example:
  - locally designated sites of importance for biodiversity or geodiversity.

- habitats, ecological networks, and wildlife corridors.
- green infrastructure (such as open space).
- best and most versatile agricultural land.
- protected trees.
- topography and landform (including natural features such as trees).
- heritage assets.
- flood risk from all sources.
- major hazard sites, installations, and pipelines.
- minerals resources of local and national importance.
- ground conditions (e.g. instability).
- pollution or contamination.
- land developed for minerals extraction, mining, or waste disposal by landfill.
- former/existing uses (buildings and fixed surface infrastructure, e.g. pylons).
- access.
- utilities provision.
- infrastructure requirements.
- public rights of way.
- the amenity of neighbouring and intended occupiers.

2.19 Whether a site is suitable for a particular type of development will therefore depend on the considerations outlined above.

2.20 Sites allocated in existing development plan documents or with planning permission (including outline and permission in principle) were considered suitable for development unless circumstances have changed their suitability for the use(s) allocated or permitted. Sites identified on a brownfield land register (i.e. Part 1) were also considered suitable for residential development.

#### *Estimating the development potential of sites taken forward from Stage 1(a)*

2.21 Development potential is a significant factor that affects the economic viability of a site. When assessing development potential, plan makers should seek to make the most efficient use of land in line with policies set out in the National Planning Policy Framework.

2.22 The SHELAA only estimates the development potential of land that is suitable for development. Accordingly, the development potential of sites that are wholly unconstrained (i.e. not affected by the constraints listed above) were estimated using 'gross site area' figures. The development potential of sites that are partially constrained (i.e. comprise land affected by the constraints listed above) were estimated using 'net developable site area' figures. A site's net developable area is the quantum of land within the boundary that is unconstrained and thus potentially suitable for development.

2.23 Geographic Information System software (GIS) was used to calculate the quantum of land that is suitable/unsuitable for development within partially constrained sites. The net developable area of a partially constrained site can be calculated by deducting the quantum of land that is unsuitable for development (i.e. land affected by the constraints listed above) from the 'gross site area.'

#### *How is the development potential of housing sites estimated?*

2.24 To estimate the development potential (i.e. yield) of sites proposed for housing a density multiplier (i.e. a dwellings per hectare figure) was applied to the developable area of sites (i.e. the 'gross site area' where a site is unconstrained, or the 'net developable site area' where a site is partially constrained). The density multiplier applied depends on a site's location, context and surrounding built form. The Central Lancashire Density Study was

the starting point for selecting an appropriate density for each site.

2.25 Housing potential was therefore estimated using the following formula:

**Density Multiplier x Developable Area\* = Housing Potential (units)**

(\* the 'net developable site area' where a site is partially constrained, or the 'gross site area' where a site is unconstrained).

2.26 For sites where a mix of housing and economic development uses are proposed (and assessed as being potentially appropriate) a density multiplier was applied to the portion of the developable area put forward for housing.

2.27 If a landowner or site promoter has prepared a masterplan this was used to inform density assumptions (where agreed by the Council). Equally, if planning permission has been previously granted, the quantum of development approved was assumed to constitute the development potential of a site.

*How was the development potential of sites for economic development uses estimated?*

2.28 The development potential of sites proposed for economic uses is based on the total developable area of the site in hectares.

*What factors were considered when assessing availability?*

2.29 Availability is determined by owner intentions (i.e. whether a landowner intends to sell or develop their land). A site was considered available for development, when, on the basis of the information available (from the call for sites consultations, land owners, or legal searches where appropriate) there is confidence that there are no legal or ownership impediments to development (e.g. unresolved multiple ownerships, ransom strips, tenancies or easements that may affect site availability).

2.30 Sites allocated in existing development plan documents or with planning permission (including outline or permission in principle) were considered available for development unless there was clear evidence to the contrary. Sites identified on a brownfield land register (i.e. Part 1) were also considered available for residential development.

2.31 Sites controlled by a landowner/developer who has expressed an intention to develop were considered available. Sites identified through the desktop review process were only considered available if the owner(s) could be identified and contacted to confirm the availability of their landholdings.

*What factors were considered when assessing achievability?*

2.32 The achievability assessment used a combination of survey and desktop information (such as the views of agents and developers) to draw conclusions about site achievability (i.e. whether a site could deliver development in the short term or whether it would be developable in the medium to longer term). The achievability assessment evaluated the overall feasibility of bringing a site forward for development accounting for its availability, suitability, and any other factors (such as known constraints).

2.33 The active marketing/promotion of a site by a landowner or agent can indicate that development is likely to be achievable (as this may result in developer interest in, or ownership of, that site). Nevertheless, a site was only be considered to be achievable where there is a realistic and reasonable prospect that housing or economic development

uses can be developed on the site at a particular point in time (i.e. delivered at the point envisaged). Accordingly, the achievability assessment also considered the economic viability of sites and the capacity of a developer to complete and sell/let a development over a certain period. As part of this the SHELAA assesses a range of cost and delivery factors including planning policy requirements; land values/prices; material and labour costs/availability; enabling/abnormal costs (due to constraints); S106/CIL costs; finance and disposal costs; market performance/strength; local property values/prices; mortgage availability and deposit requirements; and also interest rates).

- 2.34 Sites allocated in existing development plan documents or with planning permission (including outline and permission in principle) were considered achievable unless there was clear evidence to the contrary (e.g. that a site is no longer viable or there is no longer a demand for the type of development allocated/permitted). Sites identified on a brownfield land register (i.e. Part 1) were also considered achievable. Furthermore, sites allocated in existing development plan documents, with permission in principle, with outline planning permission (i.e. for minor development) or with full planning permission (i.e. for either minor or major development) were considered achievable within five years unless there was clear evidence that completions cannot begin within that time period. Sites identified on a brownfield land register (i.e. Part 1) or with outline planning permission (i.e. for major development) were considered achievable within five years where there was clear evidence that completions can begin within that period.
- 2.35 Information pertaining to site suitability, availability and achievability was used to assess the timescale within which a site is capable of delivering development (i.e. when development might be able to commence and where a site should be placed in an indicative trajectory). The SHELAA sets out an indicative trajectory of anticipated development based on the evidence available (i.e. the amount of housing/economic development that can be delivered at and by certain points in the future, e.g. within years 1 to 5, 6 to 10, and 11 and beyond). It also identifies indicative lead-in times and build-out rates for the development of different types/scales of sites (accounting for the number of developers likely to be involved). The advice of developers and agents informed the assessment of lead-in times and build-out rates. Consideration was also be given to the delivery record of the developers and landowners that have put sites forward, and whether the planning background of a site shows a history of unimplemented permissions.

*What if constraints are identified that impact on a site's suitability, availability, or achievability?*

- 2.36 Where constraints have been identified an assessment was made as to whether, when, and how they could be realistically overcome (i.e. potential actions/mitigation measures). Examples of constraints that may affect the developability (and development potential) of a site include policies in the National Planning Policy Framework, policies/designations in the adopted or emerging development plan, and legal or ownership impediments to development (e.g. unresolved multiple ownerships, ransom strips, tenancies, or easements). Any assumptions made as regards how and when constraints could be overcome have been justified.
- 2.37 This report outlines an overall assessment for each site based on the results of the suitability, availability, and achievability assessments. This clearly identifies the development potential of each site over the plan period.

### 3. Assessment Review

#### 3a. Stage 1(a) Outcomes: Identifying Potential Sites

##### Total number of sites identified

- 3.1 The table below identifies the total number of sites identified in the SHELAA for each authority through the four call for sites exercises and the desktop reviews.

Central Lancashire Authority	Total Number of Sites Identified
Chorley	435
Preston	338
South Ribble	368
<b>TOTAL</b>	<b>1,141</b>

- 3.2 It should be noted that on a number of sites, multiple site suggestions were received therefore the above numbers contain duplicate sites.

##### Parked sites

- 3.3 NPPF requires there to be exceptional circumstances to alter Green Belt boundaries therefore sites within the SHELAA that are located with the Green Belt (with the exception of previously developed sites in the Green Belt) were 'parked' until a review of land outside of the Green Belt had been undertaken and it had been established if there was sufficient land available outside the Green Belt to meet the identified housing and employment needs. For sites located partly within the Green Belt, only the part of the site outside of the Green Belt was taken forward to Stage 1 (b) if the site could be accessed without encroaching into the Green Belt.
- 3.4 A number of site suggestions received were for the protection of land from development. These sites were also 'parked' as the purpose of the SHELAA is to identify sites for housing and economic development.

##### Sites taken forward to Stage 1(b)

- 3.5 The table below identifies the number of sites taken forward to Stage 1 (b) of the SHELAA after removing the 'parked' sites.

Central Lancashire Authority	Number of Sites Taken Forward to Stage 1 (b)
Chorley	193
Preston	300
South Ribble	158
<b>TOTAL</b>	<b>651</b>

## 3b. Stage 1(b) Outcomes: Initial Assessment of Potential Sites

- 3.6 Under Stage 1(b) of the SHELAA, an initial survey of the remaining sites was undertaken to identify those that are potentially suitable for development, and which warrant further detailed assessment at Stage 2 of the SHELAA.
- 3.7 An on-site survey of each site was undertaken to assess the suitability of the site for development taking into account access to the site, neighbouring uses, any natural or man-made features of significance and any obvious constraints.
- 3.8 A desktop assessment of each site was also undertaken to identify any environmental constraints such as flood risk or contamination, any landscape, ecological or heritage features and access to utilities.

### Discounted sites

- 3.9 In accordance with Stage 1(b) of the SHELAA methodology, sites were discounted if they were wholly affected by any of the constraints identified in paragraph 2.12. Where only part of the site was affected by the constraint, the site was taken forward to Stage 2.
- 3.10 In addition, sites were discounted if they were subject to any other constraints not listed in paragraph 2.12 such as:
- Contamination
  - No access to the site or access could only be achieved through the Green Belt
  - Legal restrictions of developing the land
- 3.11 Sites were also discounted if:
- The landowner advised they no longer wish the site to be considered
  - It has been developed/is under construction
  - Planning permission has been granted for an alternative use on the site
  - The site suggestion was not for housing or economic development
  - It provides valuable open space/green infrastructure
  - It is required to meet a need for other land uses
- 3.12 Duplicate site suggestions were also addressed in Stage 1(b) with sites being merged together or taken forward under another site suggestion on the same site.
- 3.13 Only sites with a realistic prospect of coming forward progressed to the Stage 2 SHELAA assessment.
- 3.14 The sites discounted at Stage 1(b) are set out in Appendix 1 along with the reason for being discounted.

### Further Sites discounted following the Preferred Options Consultation

- 3.15 The Preferred Options Paper was consulted on between 19<sup>th</sup> December 2022 and 26<sup>th</sup> February 2023. It included preferred housing and employment allocations for each Central Lancashire authority subject to the Stage 2 SHELAA assessments that had not been undertaken at that stage.
- 3.16 Following representations received to the Preferred Options consultation and a further review of the sites, some of the sites were discounted.

3.17 Appendix 2 identifies the sites that were discounted following the Preferred Options consultation along with the reason for being discounted.

### Sites taken forward to Stage 2

3.18 The table below identifies the number of sites discounted for each authority and the remaining number of sites taken forward to Stage 2 of the SHELAA.

Central Lancashire Authority	Total Number of Sites Considered at Stage 1(b)	Number of Sites Discounted at Stage 1(b)	Number of Sites Discounted Following the Preferred Options Consultation	Number of Sites Taken Forward to Stage 2
Chorley	193	126	2	65
Preston	300	83	6	211
South Ribble	158	37	1	120
<b>TOTAL</b>	<b>651</b>	<b>246</b>	<b>9</b>	<b>396</b>

3.19 The table below provides a breakdown of the proposed uses of the sites taken forward to Stage 2.

Central Lancashire Authority	Number of Sites Taken Forward to Stage 2	Housing Sites	Employment Sites	Mixed Use (Housing and Employment)
Chorley	65	54	5	6
Preston	211	183	17	11
South Ribble	120	111	4	5
<b>TOTAL</b>	<b>396</b>	<b>348</b>	<b>26</b>	<b>22</b>

### 3c. Stage 2 Outcomes: Detailed Site Assessments

#### Assessments undertaken

3.20 All sites taken forward to Stage 2 were subject to a more detailed assessment to determine if they are suitable, available, and achievable. The detailed assessments included:

- Strategic Flood Risk Assessment (Level 1 and 2)
- Sustainability Appraisal
- Habitats Regulations Assessment
- Highways and pedestrian access assessment
- Strategic Highways and Transport Assessment
- Heritage Impact Assessment
- Utilities access/provision

3.21 In addition, a site promoter survey was undertaken to gather further information on the likelihood of the sites coming forward in the plan period and the anticipated timescales for development.

3.22 For Chorley and South Ribble, site profiles have been prepared for each site taken forward to Stage 2 setting out the detailed assessment of each site. For Preston site profiles have only been prepared for the sites taken forward to Stage 2 that were considered suitable, available, and achievable following the detailed site assessments. These site profiles are included as Appendices 5-7.

3.23 Each site profile includes a location plan.

#### Discounted sites

3.24 Following the detailed assessments a number of sites were discounted as they were identified as not being suitable, available, and/or achievable. Appendix 3 includes a schedule of these sites along with the reason they were discounted.

#### Suitable, available, and achievable sites

3.25 Appendix 4 includes a schedule of the remaining sites taken forward to Stage 2 that are considered suitable, available, and achievable. It also identifies which sites were selected as allocations in the Publication version of the Local Plan.

3.26 The outcome of Stage 2 is summarised below. Details on potential supply on these sites is included in Section 5.

Central Lancashire Authority	Number of Sites Taken Forward to Stage 2	Number of Sites Discounted	Number of Sites Considered Suitable, Available & Achievable
Chorley	65	19	46
Preston	211	169	42
South Ribble	120	87	33
<b>TOTAL</b>	<b>396</b>	<b>275</b>	<b>121</b>

## 4. Windfall Assessment

- 4.1 The SHELAA methodology set out in PPG includes a windfall assessment to determine the housing and economic development potential of windfall sites.
- 4.2 Windfall sites are defined in NPPF as sites not specifically identified in the development plan. These would generally be sites that have become unexpectedly available during the plan period. NPPF says that windfall sites can be included as part of anticipated housing supply where there is compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends.
- 4.3 An analysis of windfall sites as a source of housing supply across Central Lancashire is set out below, along with proposed windfall allowances to be included in the Local Plan housing supply.

### Chorley

#### *Historic delivery rates*

- 4.4 Windfall sites of all sizes have historically contributed to housing supply in Chorley. Since adoption of the Core Strategy in 2010, net annual windfall completions on sites of all sizes have ranged between 67 and 283 dwellings, with an average of 140 dwellings per year.

<b>Chorley Windfall Completions 2010-2024</b>			
<b>Monitoring Period</b>	<b>Net completions on small windfall site (1-9 dwellings)</b>	<b>Net completions on large windfall site (10+ dwellings)</b>	<b>Total windfall completions (net)</b>
April 2010 – March 2011	54	173	227
April 2011 – March 2012	52	231	283
April 2012 – March 2013	54	13	67
April 2013 – March 2014	93	17	110
April 2014 – March 2015	81	-1	80
April 2015 – March 2016	66	28	94
April 2016 – March 2017	70	23	93
April 2017 – March 2018	56	95	151
April 2018 – March 2019	52	98	150
April 2019 – March 2020	82	111	193
April 2020 – March 2021	52	60	112
April 2021 – March 2022	47	56	103
April 2022 – March 2023	61	82	143
April 2023 – March 2024	62	89	151
<b>Average</b>	<b>63</b>	<b>77</b>	<b>140</b>
<b>Median</b>	<b>59</b>	<b>71</b>	<b>128</b>

- 4.5 The existing Chorley Local Plan (2015) incorporates a windfall allowance in the overall housing supply. This comprises an anticipated number of completions of 37 dwellings per year on small windfall sites (excluding residential gardens) of fewer than 10 dwellings between 2014/15 – 2018/19 and 38 dwellings per year between 2019/20 – 2025/26. Actual completions on small windfall sites during that period are identified in the table above which shows that they made a steady and important contribution to housing supply in the borough during the time period and exceeded the windfall allowance included in the

Local Plan. This ranged from 47 to 93 dwellings, with the average number of completions per year being 63 dwellings.

- 4.6 Completions on large windfall sites also contributed to housing supply during this period but this was more variable. They ranged from -1 to 231 dwellings, with the average number of completions per year being 77. The Chorley Local Plan (2015) did not include an allowance for large windfall sites, however the table above demonstrates that they have provided a reliable source of supply since adoption of the Core Strategy in 2010.

### *Expected future trends*

#### Small windfall sites

- 4.7 Over the Core Strategy period there does not appear to be a pattern to suggest that completions on small windfall sites are reducing. The completions have come from a range of sources including new build developments on greenfield land such as infill development, new build development on brownfield land, conversions and change of use of existing buildings.
- 4.8 New build windfall completions on greenfield land are generally infill development and it is expected that such development will continue to come forward and a policy on infill development included in the Central Lancashire Local Plan.
- 4.9 Opportunities for new build windfall dwellings on brownfield land are likely to continue to arise as such sites become redundant and available for redevelopment.
- 4.10 Conversions form a small contribution to windfall developments but there is no reason to believe that a small contribution will not continue.
- 4.11 A large number of farms are found in Chorley borough, and it is expected that they will continue to provide a supply of buildings no longer required for agricultural purposes in line with any policy on the reuse of agricultural buildings in the Central Lancashire Local Plan.
- 4.12 Permitted development rights enable buildings falling under Class E (commercial, business and service uses, for example, but not restricted to, shops, banks, cafes, and offices) to change to residential use subject to prior approval. New rights were brought in during 2021 to make the process easier and so it is anticipated that this source of housing supply will continue during the plan period.

#### Large windfall sites

- 4.13 Over the Core Strategy period there does not appear to be a pattern to suggest that completions on large windfall sites are reducing. Completions have been variable but they have provided a significant source of supply.
- 4.14 The main sources of large windfall completions have been the redevelopment of existing brownfield land and change of use of buildings from other uses to residential.
- 4.15 Opportunities for new build windfall dwellings on brownfield land are likely to continue to arise as such sites become redundant and available for redevelopment over the plan period.

- 4.16 Completions from the change of use of buildings to residential are also expected to continue as a result of permitted development rights.

### *Establishing a Windfall Allowance*

#### Small windfall sites

- 4.17 It is proposed that the annual small windfall allowance is based on the average completions on small windfall sites during the Core Strategy monitoring period (63 dwellings).
- 4.18 This windfall allowance is included from year 2 of the plan period after adoption (2027/28) which is 3 years from the base date of the latest housing supply calculation (1<sup>st</sup> April 2024) and 4 years from the start date of the plan period (1<sup>st</sup> April 2023). This is because, prior to this date, many of the likely completions on small windfall sites will already be known through existing planning permissions that have not yet been built at 1<sup>st</sup> April 2024. These are already included in the overall Local Plan supply calculations.
- 4.19 The total windfall allowance for small windfall sites for the period 2027/28 to 2040/41 is **882 dwellings**.

#### Large windfall sites

- 4.20 It is proposed that the annual large windfall allowance is based on the median rather than average completions on large windfall sites during the Core Strategy monitoring period (71 dwellings) due to the variance in completions over the plan period.
- 4.21 The windfall allowance is included from year 4 of the plan period after adoption (2029/30) which is 5 years from the base date of the latest housing supply calculation (1<sup>st</sup> April 2024) and 6 years from the start date of the plan period (1<sup>st</sup> April 2023). This is because, prior to this date, many of the likely completions on large windfall sites will already be known through existing planning permissions that have not yet been built at 1<sup>st</sup> April 2024. These are already included in the overall Local Plan supply calculations. Large windfall sites take longer to come forward than small windfall sites as they may involve outline planning permissions and subsequent reserved matters approvals, and because they comprise of a greater number of dwellings.
- 4.22 For years 4 to 10 of the plan period from anticipated adoption, the large windfall allowance has been discounted by 50% to reflect the fact that the Council will have considered and identified many opportunities for development of large sites during this time through the four call for sites exercises and the identification of other potential sites through the plan-making process.
- 4.23 For the last five years of the plan period the full large windfall allowance has been applied as there is a reasonable prospect that new large windfall sites will continue to come forward.
- 4.24 The total windfall allowance for large windfall sites for the period 2029/30 to 2040/41 is **607 dwellings**.

### Total windfall allowance

4.25 The total windfall allowance applied over the plan period is identified below.

Year	Small Windfall Allowance	Large Windfall Allowance	Total Windfall Allowance
2023/24	0	0	0
2024/25	0	0	0
2025/26	0	0	0
2026/27	0	0	0
2027/28	63	0	63
2028/29	63	0	63
2029/30	63	36	99
2030/31	63	36	99
2031/32	63	36	99
2032/33	63	36	99
2033/34	63	36	99
2034/35	63	36	99
2035/36	63	36	99
2036/37	63	71	134
2037/38	63	71	134
2038/39	63	71	134
2039/40	63	71	134
2040/41	63	71	134
<b>TOTAL</b>	<b>882</b>	<b>607</b>	<b>1,489</b>

### Preston

4.26 A windfall allowance will not be included for Preston as there is no evidence to demonstrate that they will provide a reliable source of supply.

### South Ribble

#### *Historic delivery rates*

4.27 Windfall completions within South Ribble since adoption of the Core Strategy in 2010 are summarised in the table below:

<b>South Ribble Windfall Completions 2010-2024</b>			
<b>Monitoring Period</b>	<b>Net completions on small windfall site (gross 1-9 units permitted)</b>	<b>Net completions on large windfall site (gross 10+ units permitted)</b>	<b>Total windfall completions (net)</b>
April 2010 – March 2011	90	104	194
April 2011 – March 2012	10	93	103
April 2012 – March 2013	-6	58	52
April 2013 – March 2014	163	-99	64
April 2014 – March 2015	227	55	282
April 2015 – March 2016	96	47	143
April 2016 – March 2017	86	0	86
April 2017 – March 2018	75	37	112
April 2018 – March 2019	120	113	233
April 2019 – March 2020	37	59	96
April 2020 – March 2021	79	69	148
April 2021 – March 2022	64	50	114
April 2022 – March 2023	96	25	121
April 2023 – March 2024	-1	61	60
<b>14-year average (median)</b>	<b>83</b>	<b>57</b>	<b>140</b>

4.28 The range of completions vary substantially from -6 to 227 on small sites and -99 to 113 on large sites. It is therefore considered that an average using Median, rather than Mean is more appropriate to this data, as it omits extreme values, focusing instead on the middle range. The full 14-year term is used as the basis for the median average calculation, which will account for fluctuations, particularly those experienced during the recent pandemic (2020-2022).

#### *Establishing a Windfall Allowance*

4.29 South Ribble has a long history of applying a windfall allowance of 100 dwellings per annum to its five-year housing land supply forecasts. This is consistently monitored and is calculated by averaging the previous five years of completions. This established allowance calculation does not distinguish between small and large sites.

4.30 The data above states an average (median) of 140 dwellings cumulatively from small and large windfall sites were delivered over the 14-year Core Strategy period. There is no evidence to suggest that both small and large windfall developments will not continue to come forward therefore it is considered appropriate to use this median figure to establish the windfall allowance to be included in the Local Plan.

4.28 The below windfall allowance is therefore proposed, consistent with the methodology set out for Chorley's windfall allowance in paragraphs 4.17 to 4.24 above i.e. the small windfall allowance is applied from year 5 of the plan period (year 3 from the base date of the supply calculation) and the large windfall allowance is applied from year 7 of the plan period (year 5 from the base date of the supply calculation). The large windfall allowance is discounted by 50% until the last 5 years of the plan period when the full windfall allowance is applied.

Total windfall allowance

Year	Small Windfall Allowance	Large Windfall Allowance	Total Windfall Allowance
2023/24	0	0	0
2024/25	0	0	0
2025/26	0	0	0
2026/27	0	0	0
2027/28	83	0	83
2028/29	83	0	83
2029/30	83	29	112
2030/31	83	29	112
2031/32	83	29	112
2032/33	83	29	112
2033/34	83	29	112
2034/35	83	29	112
2035/36	83	29	112
2036/37	83	57	140
2037/38	83	57	140
2038/39	83	57	140
2039/40	83	57	140
2040/41	83	57	140
<b>TOTAL</b>	<b>1,162</b>	<b>488</b>	<b>1,650</b>

## 5. Potential SHELAA Supply

### Housing

- 5.1 The table below identifies the number of dwellings that could be delivered on all the SHELAA sites identified as suitable, available, and achievable in Appendix 4 within the plan period.

Central Lancashire Authority	Potential SHELAA Housing Supply (dwellings)
Chorley	3,443
Preston	5,549
South Ribble	4,448
<b>TOTAL</b>	<b>13,440</b>

- 5.2 In Preston, a number of the sites are not expected to be fully completed within the plan period. Appendix 4 identifies 7,859 dwellings on the sites identified as suitable, available and achievable. 2,310 of these dwellings are expected to be completed beyond the plan period.
- 5.3 The above table and trajectory below only identify the number of dwellings expected to be completed in the plan period.
- 5.4 A trajectory of the anticipated delivery of these sites over the plan period is set out below.

Central Lancashire Authority	Potential SHELAA Housing Supply over Plan Period (dwellings)			
	Pre-adoption 2023-2026	0-5 years from adoption 2026-2031	5-10 years from adoption 2031-2036	10-15 years from adoption 2036-2041
Chorley	219	1,404	1,702	118
Preston	168	1,173	2,102	2,106
South Ribble	25	1,888	1,730	805
<b>TOTAL</b>	<b>412</b>	<b>4,465</b>	<b>5,534</b>	<b>3,029</b>

- 5.5 The findings of the SHELAA will help inform the selection of housing allocations in the Local Plan that will contribute to meeting the housing requirement for each Central Lancashire authority.
- 5.6 In addition to the SHELAA sites, other sources of supply will contribute to meeting the Local Plan housing requirement, these include:
- Other sites with extant planning permission for housing.
  - A windfall allowance as set out in Section 4.
- 5.7 The Local Plan includes a housing trajectory for each authority which identifies the total supply from all sources over the plan period.

## Employment

- 5.8 The table below identifies the amount of employment land that could be delivered on all the SHELAA sites identified as suitable, available, and achievable in Appendix 4.

<b>Central Lancashire Authority</b>	<b>Potential SHELAA Employment Supply (hectares)</b>
Chorley	20.34
Preston	136.50
South Ribble	61.30
<b>TOTAL</b>	<b>218.14</b>

- 5.9 The findings of the SHELAA will help inform the selection of employment allocations in the Local Plan that will contribute to meeting the employment land requirement for each Central Lancashire authority.
- 5.10 In addition to the SHELAA sites, other sites with extant planning permission for employment will contribute to meeting the Local Plan employment requirement.

## 6. Monitoring and Review

- 6.1 The Central Lancashire authorities will update the SHELAA periodically to take account of whether sites have been granted planning permission or have been developed (e.g. the number of units consented, started, and completed).
- 6.2 Subsequent reviews of the SHELAA will also include assessments of any new sites that have been identified or submitted for consideration since it was last updated.